

Transition Book

for

Assistant to the Secretary of Defense for Civil Support

For further information, please contact:

ATSD for Civil Support. (b)(6)

Assistant to the Secretary of Defense for Civil Support

ORGANIZATION AND MANAGEMENT

A. Organization

1. Mission Statement: The Assistant to the Secretary of Defense for Civil Support (ATSD-CS) serves as the principal staff assistant and civilian advisor to the Secretary and Deputy Secretary of Defense for the supervision of policy, requirements, priorities, resources, and programs related to the DoD role in managing the consequences of a domestic incident involving the naturally occurring, accidental, or deliberate release of chemical, biological, radiological, nuclear material or high yield explosives (CBRNE). Additionally, the ATSD-CS coordinates and integrates the Department's consequence management resources, and serves as the Department's single point of contact on these matters within DoD, the interagency, to the Congress and to the press.

2. Organizational Structure: As currently structured, the ATSD-CS office is comprised of a non-career SES who is supported by four civilian and military action officers organized along functional lines, and two administrative support personnel. (see Diagram A) Pending the outcome of PBD 701, the office may acquire additional military and civilian personnel to augment existing functional areas. In addition, the Deputy Secretary intends to seek the legislative authority to elevate and expand the duties and responsibilities of the ATSD-CS to an Assistant Secretary of Defense. This ASD would report directly to the Secretary and Deputy Secretary of Defense. (See personnel section below for more details).

To leverage and coordinate the Department's consequence management capabilities, the ATSD chairs the DoD WMD Preparedness Group. Through this mechanism, the ATSD-CS coordinates and provides guidance to OSD, Joint Staff and Service components involved in various consequence management efforts, including training, exercises, operations, R&D, medical, and program management. The members of the WMDP include: the Principal Deputy Under Secretaries of Defense for Acquisition, Policy and Comptroller; the Assistant Secretaries of Defense for Special Operations/Low-Intensity Conflict, Strategy and Threat Reduction, Health Affairs, Reserve Affairs, C³I, Public Affairs and Legislative Affairs; the Under Secretaries of the Military Departments; the General Counsel; the Director of the Joint Staff; the Director of DTRA; the Deputy to the Under Secretary of Defense (Policy) for Policy Support; and the Executive Secretary of the Department of Defense.

3. Goals: To ensure that the Department is prepared to provide support to civil authorities in the event of a domestic CBRNE incident; to ensure that DoD elements are resourced, trained and equipped properly to do so; and to ensure that any military support to civil authorities will be conducted with appropriate civilian oversight.

4. Functions: The ASD-CS:

- Develops, evaluates, coordinates, and oversees the implementation of DoD policy for domestic CBRNE CM activities.
- Coordinates and reviews regulations, as appropriate, for the DoD Components' domestic CBRNE CM activities.
- Provides civilian oversight for the development and implementation of planning guidance, policies, and procedures for the Joint Task Force-Civil Support at Joint Forces Command.
- Represents the Secretary of Defense on all domestic CBRNE CM matters outside the Department in accordance with Presidential Decision Directive 39 and Presidential Decision Directive 62.
- Chairs the DoD Weapons of Mass Destruction Preparedness Group and serves as the Secretary of Defense representative to the National Security Council's Interagency Weapons of Mass Destruction Preparedness Group.
- Serves as the DoD representative, along with the Director of Military Support, to the FEMA Catastrophic Disaster Response Group.
- Serves, in conjunction with the Assistant Secretary of Defense for Special Operations and Low Intensity Conflict (ASD(SO/LIC)) as the Secretary of Defense representative to the Counterterrorism Security Group (CTSG) of the National Security Council for all matters concerning a domestic CBRNE incident.
- Co-chairs with the ASD(SO/LIC), the DoD Crisis Coordination Group for all matters concerning a domestic CBRNE incident.
- Serves as the OSD office of primary responsibility for the review of all Chairman of the Joint Chiefs of Staff COMPLANs and Instructions (CJCSI's) or portions thereof related to domestic CBRNE-CM operations, exercises, and plans.
- Provides policy oversight for DoD CM support to other Federal Agencies in the event of a domestic CBRNE terrorist attack.
- Provides policy oversight for the employment or anticipated employment of DoD CBRNE CM assets for National Special Security Events and the mitigation of the consequences of an actual incident.
- Participates with the ASD(SO/LIC) and Under Secretary of Defense (Comptroller) (USD(C)) in the preparation and submission of an annual Consolidated Justification Book to the Congress that details the Department's combating terrorism activities.

- Provide civilian oversight on behalf of the Secretary of Defense for the development and implementation of DoD domestic CBRNE CM planning guidance, policies and procedures for appropriate DoD Components.

B. Management

1. Chain of Command The ASD-CS reports directly to the Secretary of Defense and Deputy Secretary of Defense and coordinates and exchanges information with other OSD officials, heads of the DoD Components, and other Federal officials having collateral or related functions. The ASD-CS also communicates directly with OSD, Joint Staff and Service components engaged in CM and has routine informal communication with the DCINC at J7COM and the Commander, Joint Task Force-Civil Support.

2. Regulatory Authority: Responsibilities, functions, relationships and authorities of the ASD-CS have been codified in a coordinated draft ASD-CS charter pending Secretary or Deputy Secretary signature. To ensure effective and efficient oversight of this sensitive domestic support mission, the ASD-CS reports directly to the Secretary and Deputy Secretary of Defense. Due to the unique political sensitivities associated with DoD's role in domestic CM, it is also the Secretary and Deputy Secretary's intent that the ASD-CS communicate directly with CINC J7COM and Commander JTF-CS on policy and administrative matters, while keeping the Chairman of the Joint Chiefs of Staff apprised appropriately.

3. Management Studies and Issues: A number of recently completed external studies have focused on homeland security and DoD's support role. In particular, the CSIS Homeland Defense Project (December 2000 publication) recommends that "the Pentagon must also realign offices so that it has one coherent system for civil support to natural disasters and to terrorism as opposed to the two distinct systems that it has today. The [Army] Directorate of Military Support (DOMS) should no longer work for the Secretary of the Army, but instead be aligned with the Joint Staff and Joint Task Force Civil Support. In the next administration, the Assistant to the Secretary of Defense for Civil Support should become a confirmable Assistant or Deputy Under Secretary of Defense."

Additionally, the Congressionally-mandated U.S. Commission on National Security (Hart-Rudman Commission) will issue its final report in January 2001. Though the recommendations are not yet public, DoD expects that the Commission will recommend a new ASD for Homeland Security outside the USD(Policy) organization.

C. External Process

1. Executive - Key Interagency Relationships: Because more than 30 executive agencies are involved in this area, strong formal and informal interagency relationships are critical. Beginning with the NSC, the ASD-CS represents DoD on its interagency WMD Preparedness Group, which coordinates strategic level direction for federal CM preparedness efforts. Additionally, the ASD-CS attends the NSC's Counterterrorism

Security Group, as appropriate, and represents DoD on the FEMA-led Catastrophic Disaster Response Group. As the Department's CM focal point for the interagency, the ATSD-CS must also cultivate and maintain strong relationships with other key interagency actors including FEMA, DOJ/FEI, HHS, DOE, Coast Guard, the Department of Transportation and the GAO.

Due to the very nature of this issue, strong relationships with state and local authorities are also a key to the success of the CATSD-CS. They include the National Governor's Association, the Conference of Mayors, the National Emergency Managers' Association, and the National Guard Bureau, to name a few, as well as their individual members.

2. Congressional:

- a. Key committees with strong interest in CM include the HAC(D), HASC, SAC(D), SASC (Emerging Threats and Capabilities Subcommittee), the House Committee on Transportation and Infrastructure (Subcommittee on Oversight, Investigations and Emergency Management), and the House Committee on Government Reform (National Security, Veterans Affairs, International Relations).

- b. Critical Reports to Congress: In the FY 2001 NDAA, Congress required a GAO report reviewing all federal combating terrorism activities (due April 2001) and a DoD report on the status of domestic preparedness for bioterrorism attacks (Section 1034, due March 2001). While the CATSD-CS has the lead within DoD for the GAO report, the Department of Health and Human Services has been given the federal lead for the bioterrorism study and is coordinating with both CATSD-CS and OSD Health Affairs.

Other reports related to CM include one on the preparedness of military installations for WMD incidents (due January 30, 2001) and a report evaluating the viability of a GOCO vaccine acquisition facility for both military and civilian needs (due February 1, 2001). The ASD (SO/LIC) has the lead for the former, and the USD (AT&L) has the lead for the latter.

- c. Pending Legislative Issues: Section 901 of the FY 2001 NDAA required that the Secretary of Defense consolidate antiterrorism, counterterrorism, CM and intelligence support activities under one Assistant Secretary of Defense. The Department's position has been to keep antiterrorism/counterterrorism separate from CM and accordingly, the Deputy Secretary intends to seek the legislative authority to elevate and expand the duties and responsibilities of the ATSD-CS to an Assistant Secretary of Defense.

BUDGET

- A. Budget Overview: The ATSD-CS' primary budgetary functions are to oversee the fiscal plans and budgets of DoD organizations with CM responsibilities and to serve as the lead DoD proponent for CM by setting fiscal policy through active participation in the PPBS process. As CM programs are largely fragmented throughout the Department, ATSD-CS' comprehensive budgetary oversight ensures that departmental and Congressional priorities are appropriately funded and that CM programs are not duplicative. Historically, OATSD-CS has not had specific operational or administrative resources. OATSD-CS TDY and training expenses, for example, are covered by the SecDef's front office, and DTRA has provided contractor support. Beginning in FY 2001 however, PBD 704 will provide the OATSD-CS \$300,000 for overhead expenses. For FY 2001 JTF-CS is funded at \$8.7M, \$4M for overhead/support, \$2.5M for four major exercises and \$2.2M for communication requirements.
- B. Budget Detail: The ATSD-CS assists ASD(SC/ILIC) with the creation and submission of the Annual Consolidated Justification Book (CJB) which outlines all DoD spending on combating terrorism. The CJB includes data on all Departmental combating terrorism activities; however, ATSD-CS fiscal oversight is limited to CM-specific resources including: JTF-CS, WMD-CSTs, the CoMPIO, CBIR, DTRA's CM functions and several CM-related Congressional adds.
- C. Budget Trend: Since 1999 DoD has increased the level of resources dedicated CM activities. For example, after implementing Congressional direction to stand-up five additional WMD-CSTs in FY01, the Department will be funding a total of 32 teams for approximately \$100M. In addition, the stand-up of the JTF-CS has increased the Department's CM spending by \$41.3 over the FYDP.
- D. Budget Issues: As Congressional interest and the level of DoD resources dedicated to CM has increased in recent years, the level of oversight necessary to ensure programs are appropriately funded needs to be maintained. Currently there are two specific issues that require attention. First is funding for the WMD-CSTs. Funding for WMD-CSTs comes in two forms, stand-up and sustainment. While Congress continues to authorize the stand-up of new teams the corresponding increase in appropriations has been insufficient. Although the Senate Armed Services Committee has expressed its intent to stand-up WMD-CSTs until a total of 54 is achieved, the Department is working to determine the operational requirements for these teams and intends to determine the appropriate number. In terms of sustainment funding for the WMD-CSTs once they are stood-up, considerable internal disagreement persists regarding the funding requirements.

The second issue relates to JTF-CS funding. While increases have been provided recently -- as a result of ATSD-CS intervention -- in order to fund requirements, active oversight and participation will be required from OATSD-CS at the earliest possible stages of the budget development cycle to ensure that CM priorities are properly funded and that our capabilities are maintained, trained and exercised.

PERSONNEL

- A. Summary of Statistics: The ATSD-CS is supported by a small staff of four action officers who are organized along functional lines, and two administrative personnel. As detailed below, three of the seven billets are borrowed from other organizations while the remaining four billets are authorized OATSD-CS billets. (see Diagram B)
- B. Personnel Management Issues: Following the approval of PBD 704, the number of personnel assigned to OATSD-CS will increase by a total of three (two military and one civilian). (see Diagram C) Absent immediate action following the Inauguration, the office will be left with only two permanently assigned personnel (one Army O-5, one Army E-6) and a number of empty billets resulting from PBD 704 realignments. (see Diagram D). Additional positions would certainly be required under a new ASD with expanded functions and responsibilities.

POLICY/ISSUES

- A. Overview of the Policy Development Process: Presidential Decision Directive 39 (U.S. Policy on Counterterrorism, 1997), Presidential Decision Directive 62 (Protection Against Unconventional Threats to the Homeland and Americans Overseas, 1998), and the Federal Response Plan provide general guidance to the federal government for response to CBRNE incidents. Specific interagency guidance is developed through the NSC-led WMD Preparedness Group, which is coordinated and promulgated by ATSD-CS. Additionally, a number of interagency working groups have been stood up to address specific issues, such as quarantine, resulting from the series of Deputy Secretary of Defense-Attorney General roundtables that have addressed domestic preparedness.
- B. Major Policy Issues requiring attention in the next few months: In the coming months, DoD needs to further institutionalize the role of the ATSD-CS or its successor organization. To this end, several efforts are already underway that will need to be shepherded to completion. They include a DoD Directive for Civil Support; a CJCS CONPLAN for domestic CM; a CJCS Instruction (with 2 annexes); follow-up on past Attorney General-Deputy Defense Secretary roundtables; DoD participation in the Congressionally-mandated TOPOFF II exercise; institutionalization of Army CM programs; setting planning and operational priorities for JTF-CS; certification of the first 10 WMD CSTs and approval of the static training plan for the next 5; and preparation for the 2002 Salt Lake City Olympics.



Diagram A: Current OATSD-CS Organization

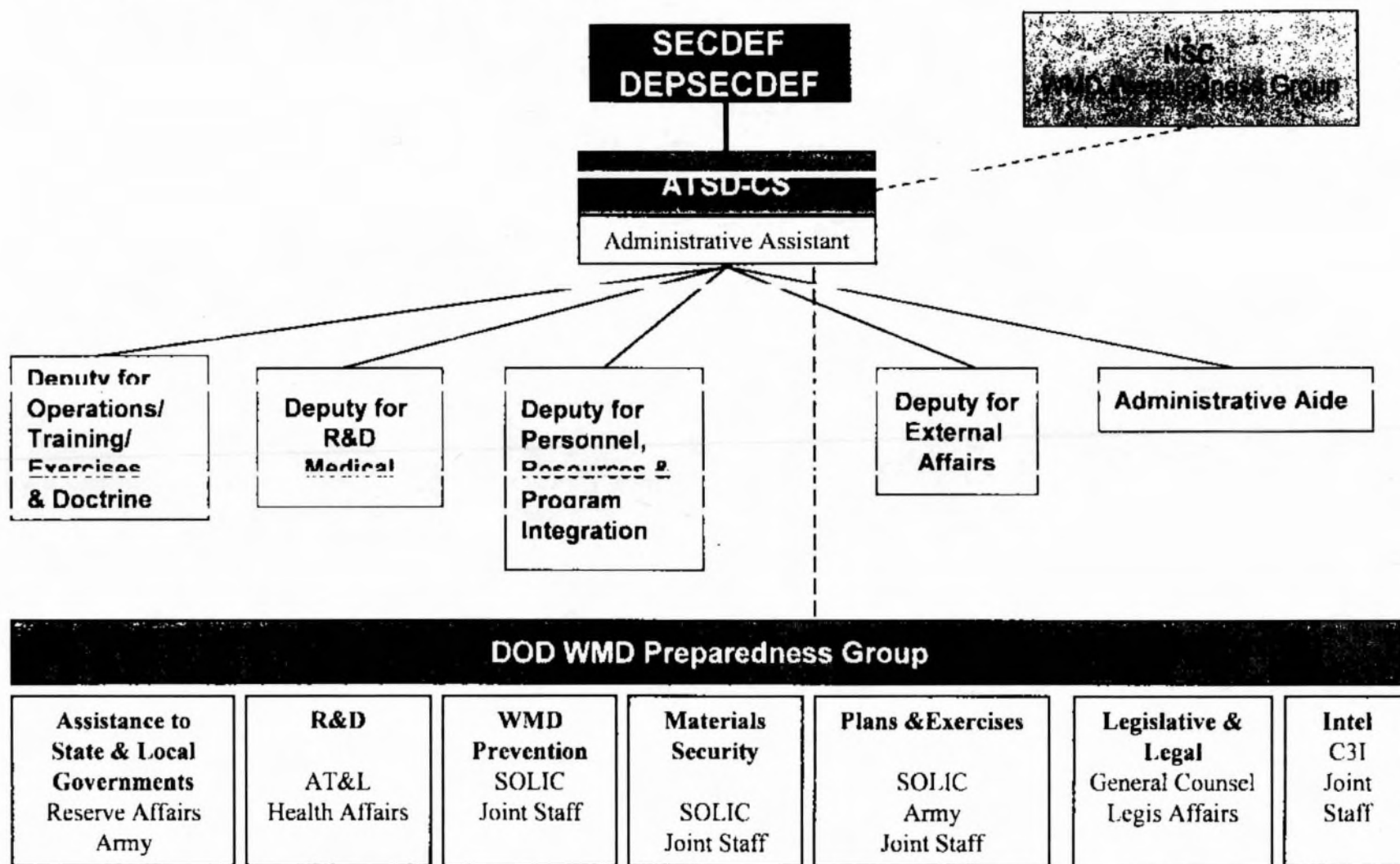






Diagram B: Origin of OATSD-CS Billets

 On loan from other organizations
 Assigned to OATSD-CS

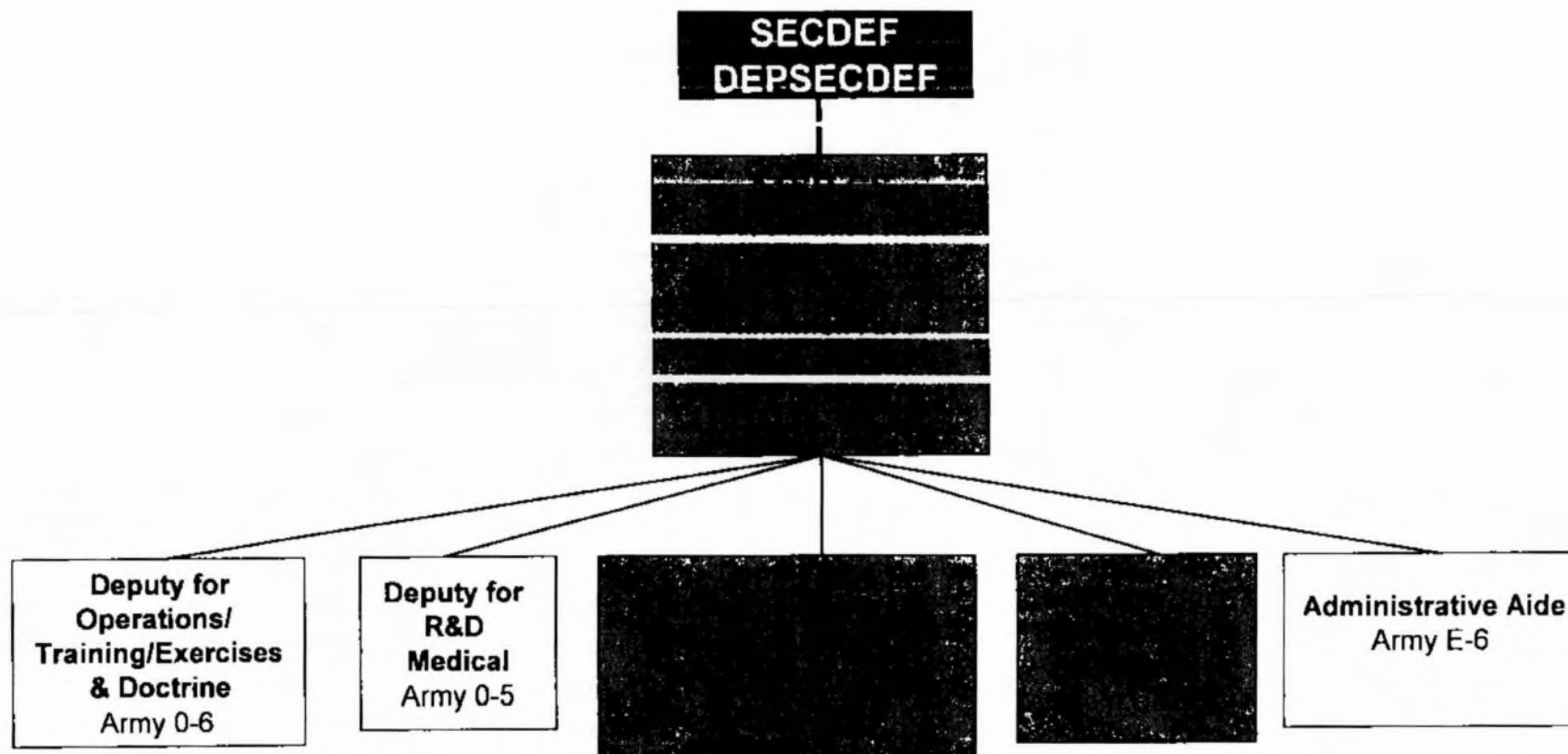




Diagram C: OATSD-CS with PBD 704 Approval

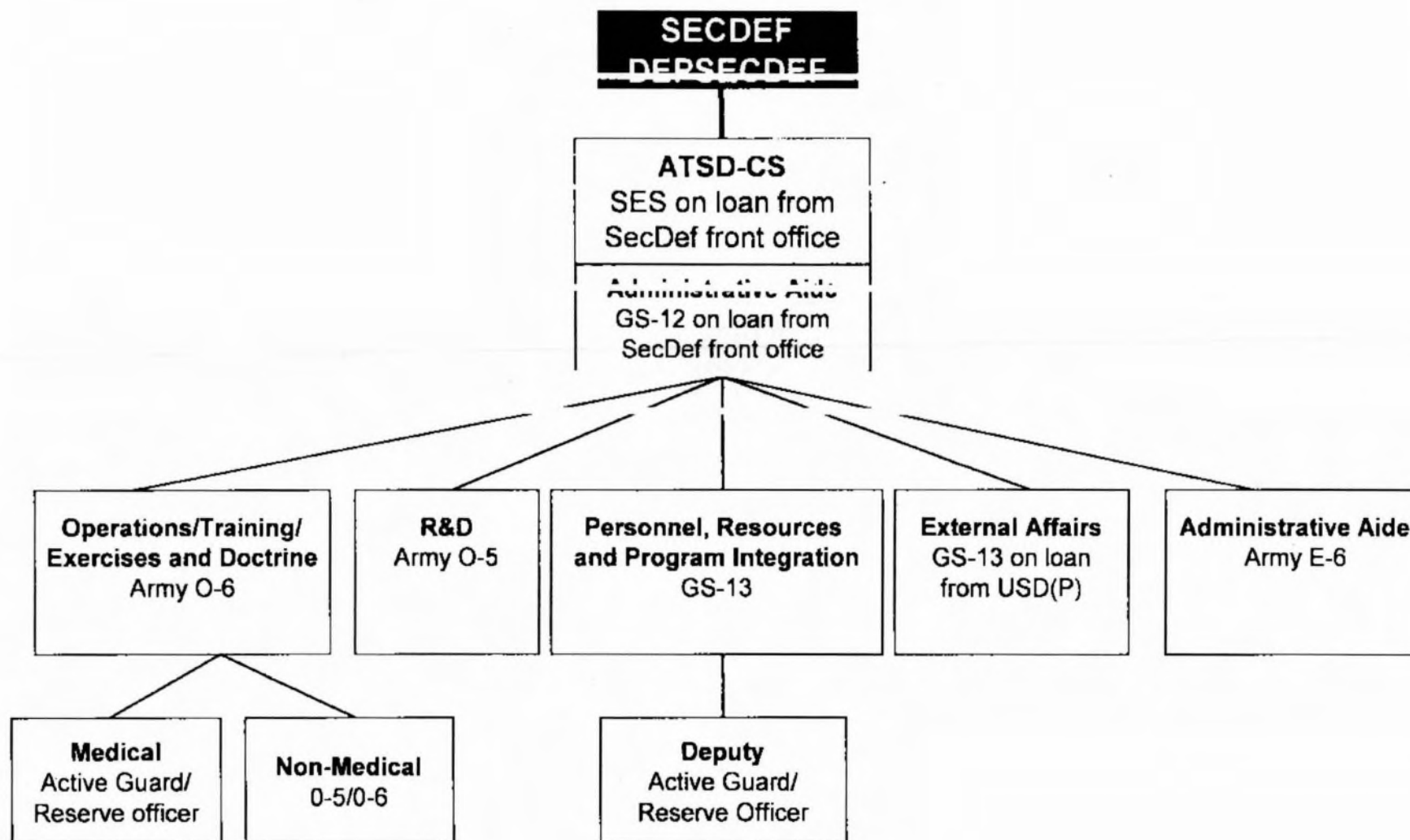






Diagram D: OATSD-CS Post-Inauguration

 Vacant
 Assigned to OATSD-CS

